European
Commission

Strategic Plan 2016-2020*

Directorate-General Humanitarian Aid and Civil Protection – ECHO

*The current Commission's term of office runs until 31 October 2019. New political orientations provided by the incoming Commission for the subsequent period will be appropriately reflected in the strategic planning process.

Contents

PART 1.   Strategic vision for 2016-2020

A. Mission statement

The mission of the Directorate General for Humanitarian aid and Civil Protection (ECHO) is to help save and preserve life, prevent and alleviate human suffering and safeguard the integrity and human dignity of populations affected by natural disasters and man-made crises. This help is a fundamental expression of the European value of solidarity with people in need, as endorsed by the legal bases for both humanitarian aid and civil protection enshrined in the Treaty on the Functioning of the European Union. The assistance is based on the principles of humanity, neutrality, impartiality and independence, and is implemented in partnership with international organisations and humanitarian NGOs.

On 2 March 2016, the Commission has proposed a Council Regulation to provide emergency support inside the Union to address the current exceptional humanitarian challenges stemming from the massive influx of refugees within its borders. The proposed instrument relies on the established experience of ECHO with the implementation of humanitarian assistance (outside the Union). This is about needs-based emergency complementing the response of the affected Member States. Adoption of the Regulation is foreseen in March.

In all aid responses, ECHO encourages the mainstreaming of resilience building through the DIPECHO programme (Disaster Preparedness ECHO). The key goal of the programme is to increase communities' resilience and reduce their vulnerability to future shocks. As of 2016, the EU Aid Volunteers (EUAV) initiative will be fully operational to contribute to ECHO's humanitarian aid effort. The EUAV initiative aims at strengthening overall resilience of organisations and people in third countries through humanitarian aid and disaster risk management.

Furthermore, ECHO hosts and runs the 24/7 Emergency Response Co-ordination Centre (ERCC) which enables coordination of all relevant services as well as Member States in situation of crises within and outside the European Union. The ERCC is also the first entry point for any call of assistance under the Solidarity Clause. To ensure rapid and effective delivery of EU relief assistance, ECHO can deploy directly humanitarian aid and civil protection as appropriate.

ECHO also strongly supports the central and overall coordinating role of the United Nations in promoting a coherent international response to humanitarian crises and helps make the EU voice heard in international fora on humanitarian aid.

In the field of civil protection, ECHO works closely with Member States' civil protection authorities to improve disaster prevention, preparedness and response. With the frequency and complexity of disasters increasing both globally and inside the EU, ECHO aims to ensure robust coordination and planning of EU civil protection operations, making maximum use of available expertise and resources and ensuring full complementarity with EU Humanitarian Aid. At the same time, ECHO pursues effective prevention and preparedness policies with the Member States, thus ensuring a balance between Member States' responsibilities and European solidarity.

ECHO also facilitates the cooperation between the 33 states participating in the Union Civil Protection Mechanism (the 28 EU Member States, Montenegro, Norway, Iceland, Serbia and the

former Yugoslav Republic of Macedonia) in order to improve the effectiveness of systems for preventing and protecting against natural, technological or man-made disasters in Europe.

B. Operating context

ECHO has 344 people working in Brussels headquarters, and over 465 humanitarian expert staff in 48 field offices, located in those countries most severely affected by crises in Africa, Middle-East, Asia, Latin America and the Western Balkans. Along with its human and financial resources, ECHO's framework for action has been constantly adapted to allow the EU to face ever-greater challenges.

ECHO acts in the context of the framework provided for by Article 214 of the Treaty on the Functioning of the European Union (TFEU), which states that humanitarian operations shall be intended to provide ad hoc assistance and relief and protection for people in third countries who are victims of natural or man-made disasters. Article 214(5) provides for the establishment of the European Union Aid Volunteers (EUAV) for joint contributions from young Europeans to the humanitarian aid operations of the Union. ECHO's civil protection actions are underpinned in Article 196 of the TFEU: the Union shall encourage cooperation between Member States in order to improve the effectiveness of systems for preventing and protecting against natural or man-made disasters. The Treaty of Lisbon, which entered into force on 1 December 2009, introduced a new legal basis for EU humanitarian aid as well as for civil protection policies, and emphasises that the EU should apply international humanitarian law including impartiality and non-discrimination.

In the area of humanitarian aid, the Union has a parallel and shared competence, carrying out activities and conducting a common policy; however, the exercise of that competence does not result in Member States being prevented from exercising theirs (Articles 4(4) of the TFEU). In the area of civil protection activities, the Union has a supporting competence, carrying out actions to support, coordinate or supplement the actions of the Member States (Article 6(f) of the TFEU).

ECHO's interventions mainly consist of programmes and budget execution but it does not intervene directly on the ground. ECHO is a humanitarian aid donor and its funds are channelled through individual agreements with partner organisations. Partners are either Non-Governmental Organisations (NGOs) that sign a Framework Partnership Agreement (FPA), United Nations agencies covered by the Financial and Administrative Framework Agreement (FAFA), or International Organisations (ICRC, IFRC, IOM)[1] with which relations are governed by an ad hoc FPA. The management mode applied with NGOs is direct management, and with the UN and International Organisations it is indirect management.

In February 2016, the European Council called for urgent action and concrete proposals from the Commission to "put in place the capacity for the EU to provide emergency support internally, in cooperation with organisations such as the UNHCR, to support countries facing large numbers of refugees and migrants, building on the experience of the EU Humanitarian Aid and Civil Protection department"[2]. In order to maximise efficiency, the proposed Emergency Support Regulation foresees

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[1] International Committee of the Red Cross, International Federation of Red Cross and Red Crescent Societies, International Organization for Migration
[2] See European Council Conclusions of 19 February 2016, EUCO 1/16.

that the implementation of emergency response operations shall be performed by partner organisations with which the Commission has concluded framework partnership agreements. These actions will support and complement the actions of the affected Member States and will be carried out in close cooperation with the latter. In this context, synergies and complementarity shall be sought with other instruments of the Union, in particular with respect to of those instruments under which some form of emergency assistance or support may be offered, such as the European Union Solidarity Fund (EUSF), the Asylum, Migration and Integration Fund (AMIF) and the Internal Security Fund (ISF).

Through all its funded actions, ECHO has a strong presence in the field, works closely with partner organisations, and is fully involved in planning aspects and policy development in the area of humanitarian aid.

The key stakeholders of ECHO's civil protection activities are the 33 participating states of the Union Civil Protection Mechanism (UCPM). When civil protection assistance is requested by third countries, the Emergency Response Coordination Centre (ERCC) coordinates the delivery of the participating sates' resources, ensuring a coherent European response to disasters, including in case of invocation of the Solidarity Clause (Article 222 of the TFEU). Most importantly, the ERCC has direct links to the civil protection authorities in the participating states in order to support and complement their disaster prevention and preparedness efforts.

In the framework of the UCPM voluntary pool, the concept of the European Medical Corps (EMC) was created in 2015 building on the 'White Helmets' proposal put forward by a number of Member States at the height of the Ebola crisis. Quality and interoperability requirements were defined and expanded in accordance with the new WHO standards for medical modules. The voluntary pool will thus be expanded with medical teams, public health teams, mobile biosafety laboratories, medical evacuation capacities, as well as specialised assessment and support teams. The official launch with a number of available medical response capacities in the voluntary pool took place on 15 February 2016.

ECHO also works in partnership with the Commission's Education, Audio-visual and Culture Executive Agency (EACEA). EACEA is in charge of the complete life-cycle management of the EUAV initiative and its implementation. ECHO has developed the legal framework at the base of the initiative, and guides the design and development of the programme.

To ensure complementarity with Member States, ECHO promotes the coordination between EU and national actions through the Council working party on Humanitarian Aid and Food Aid (COHAFA) in order to enhance efficiency of the different humanitarian aid measures. It is the main forum within the EU for strategic and policy debate on humanitarian aid between the EU Member States and the European Commission. Within Parliament, humanitarian aid falls within the remit of the Committee on Development (DEVE), and civil protection within that of the Committee on the Environment, Public Health and Food Safety (ENVI).

ECHO operations are implemented in complementarity with the "Relex Family", regrouping the services that contribute to the formulation of an effective and coherent external relations policy for the European Union, so as to enable the EU to assert its identity on the international scene. The Relex family also includes DG DEVCO, DG NEAR, DG TRADE, FPI and EEAS, all contributing to the work of the High Representative of the Union for Foreign Affairs and Security Policy/Vice-President,

who is responsible for steering and coordinating the work of all Commissioners in the realm of external relations.

C. Strategy

On the 9th September 2015, President Juncker delivered his State of the Union address before the European Parliament. He outlined his political vision for the future of the EU and set out the main elements guiding the preparation of the Commission's Work Programme for 2016[3] and beyond. The Union speech, notably, covered the progress in implementing the Commission's ten priorities, and explained where work needs to be done. ECHO's strategy for 2016-2020 will focus on further fulfilling those priorities.

In his Mission Letter to Commissioner Stylianides, President Juncker delegates to the Commissioner the responsibility for steering and coordinating the Commission's work in the area of Humanitarian Aid and Crisis Management. Acting in the context of Commission Stylianides' mandate, ECHO will ensure that the EU maintains its position as the largest donor of humanitarian aid in the world, by continuing to deliver quick and relevant humanitarian and civil protection assistance to alleviate humanitarian crises around the world, working closely with our Member States, United Nations (UN) partners, NGOs and civil society. The fulfilment of Commissioner Stylianides' mandate directly supports the achievement of three of the ten Juncker political priorities:

1) A stronger global actor

2) Towards a new policy on migration

3) A new boost for jobs, growth and investment

An underlying principle that ensures the efficient realisation of the three objectives is one of coordination with other Commission services. ECHO attaches great importance to the link between humanitarian aid, as a rapid response measure in crisis situations, and more medium and long-term development action. The humanitarian-development nexus is complex and requires increased coordination – leading to joint humanitarian-development approaches and collaborative implementation, monitoring and progress tracking. The European Union's "Supporting the Horn of Africa's Resilience" initiative (SHARE) and the "Global Alliance for Resilience Initiative" (AGIR) are examples of flagship joint initiatives with DEVCO.

In the same vein, protracted displacement must be seen not only as a humanitarian challenge but also as a development, political and economic one. This has been requested by the Communication "A European Agenda on Migration" adopted on 13 May 2015. A stocktaking exercise led by the relevant external Commission services took place in the second half of 2015 to map out policy initiatives, relevant instruments, actions, lessons learned and gaps at EU level. The new policy will propose development-led strategies and approaches to forced displacement from the onset of a displacement crisis and throughout displacement to partially mitigate stresses on public finance, infrastructures and basic services for host countries and communities. The objective is to also help

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[3] http://ec.europa.eu/atwork/key-documents/index_en.htm

build the ability of the displaced people and their hosts to better cope with future crises and shocks. This is fully consistent with the EU Resilience Agenda. The Communication on forced displacement and development will be adopted in 2016.

ECHO also plays an important role in safeguarding the protection of the citizens of the European Union. The citizens and the economy of the EU are facing a multitude of disaster risks whose impacts cause human losses as well as economic damages significantly affecting stability and growth. Increasing frequency and severity of hazards and natural disasters, partly due to climate change, combined with the related increased complexity of managing emergencies and risks, are pressing for innovative ways to enhance and exploit the use of science and technology to their full potential. The European Commission is promoting the contribution of research and innovation to disaster risk management (from prevention, preparedness to response). To this end, ECHO and JRC have led the European Commission initiative to launch a Disaster Management Knowledge Centre which addresses (1) the need to both capitalise and improve scientific and operational knowledge on disasters, (2) the priority of making better use of existing knowledge at all stages of the disaster cycle in policy-making and operations and (3) the recognition that sharing knowledge is key to enhancing the science/knowledge-policy interface.

While ECHO's work is also conducive to the achievement of other political priorities, the multi-annual Strategic Plan focuses on those Commission priorities to which ECHO's interventions make the most significant contribution.

General Objective 1: A stronger global actor

The European Union confirms its role as a Global Actor being the world's leading donor in humanitarian assistance and consistently being at the forefront of humanitarian crises and disaster response. EU assistance is enshrined in the Treaty of Lisbon and supported by EU citizens as an expression of European solidarity with people and populations in need. The implementation of the European Consensus on Humanitarian Aid[4], signed by the Council, European Parliament and European Commission in 2007, reaffirms the Union's commitment to preserving life, preventing and alleviating suffering and helping to maintain human dignity in the face of natural and man-made disasters. In the document, the EU emphasises its commitment to the fundamental principles of humanitarian aid and to the respect of International Humanitarian Law. The Union also highlighted its commitment to be at the forefront of disaster response by creating the Union Civil Protection Mechanism (UCPM) in 2001. Any country in the world can call on the UCPM for assistance in the immediate aftermath of a disaster. In the same vein, the Union launched in 2014 the EU Aid Volunteers initiative, expressing the Union's values and solidarity with people in need and visibly promoting a sense of European citizenship.

Throughout the next 5 years, ECHO will support the Commission in its global role by fulfilling two specific objectives. Firstly, ECHO will aim to ensure that people and countries in need are provided with adequate and effective humanitarian and civil protection assistance. Secondly, ECHO will strengthen the resilience of people and communities at risk of disasters.

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[4] Joint Statement by the Council and the Representatives of the Governments of the Member States meeting within the Council, the European Parliament and the European Commission (OJ C 25, 30.1.2008, p. 1)

Specific Objective 1.1: People and countries in need are provided with adequate and effective humanitarian and civil protection assistance

The global humanitarian context of the coming years will, in all likelihood, remain challenging with the intensity and range of crises surpassing the levels encountered in previous years, thus resulting in an increase in the overall total of people affected and in need of international assistance. The humanitarian crises of 2015 are unprecedented and are affecting Europe directly through the massive increase of refugees. ECHO has responded to the refugee crisis by targeting humanitarian and civil protection assistance to the most vulnerable.[5]

Man-made humanitarian crises, resulting from wars or outbreaks of fighting account for a large proportion of, and are, the main source of humanitarian needs in the world. The increase in humanitarian needs the world is witnessing is related to protracted or recurrent humanitarian crises, such as long-term conflict or droughts, and those resulting from sudden new emergencies. In line with the Good Humanitarian Donorship principles[6], it is important that the Union responds to humanitarian needs in a timely, adequate and effective manner. It has to do so in close partnership with numerous actors who contribute to humanitarian efforts worldwide. A "global partnership for principled and effective humanitarian action" is therefore a leitmotiv for the Union's participation at the World Humanitarian Summit in May 2016 in Istanbul, which will influence, and redefine, the current humanitarian modus operandi to better help people in need[7].

The Union's humanitarian interventions take place alongside development, stabilisation and/or state-building interventions. The need to further invest in a joint humanitarian-development approach was reaffirmed in 2015 with ECHO's publication of EU resilience Compendium. The key aim of this publication is to foster learning and a better understanding of how resilience can lead to more effective humanitarian assistance and transformational change for the most vulnerable. The Compendium was launched at the UN Third World Conference on Disaster Risk Reduction which took place in Sendai, Japan, in March 2015. The Compendium comes in addition to the Action Plan for Resilience 2013-2020[8] designed to reinforce the momentum of the Union's resilience agenda, to deliver early results and to allow further development of a body of evidence on what constitutes effective resilience-focused interventions.

In its commitment to deliver adequate and need-based humanitarian assistance, ECHO constantly re-appraises humanitarian crises as they evolve. If the need for humanitarian assistance diminishes, often due to the start of rehabilitation and development activities, ECHO winds down its humanitarian work. The exit strategy for all areas of humanitarian intervention is reviewed twice a year; first, when funds are initially allocated, secondly, during a mid-term review. The latter is an opportunity to review priorities for remaining funds in accordance with evolving needs.

The delivery of civil protection assistance coordinated by the UCPM consists of governmental aid delivered in the immediate aftermath of a disaster. It can take the form of in-kind assistance, deployment of specially-equipped teams, or assessment and coordination by experts sent to the field. As disasters know no borders, the mechanism ensures a well-coordinated response at a

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[5] Further details on ECHO's role in the refugee crisis can be found under general objective "Towards a new policy on migration"

[6] http://www.ghdinitiative.org/

[7] COM(2015)419

[8] Action Plan for Resilience in Crisis Prone Countries 2013-2020, SWD(2013) 227 final

European level to victims of natural and man-made disasters in Europe and elsewhere, by fostering cooperation among national civil protection authorities across Europe. This coordination is crucial to avoid duplication of relief efforts and ensure that assistance meets the real needs of the affected region. The UCPM currently includes all 28 EU Member States in addition to Iceland, Montenegro, Norway, Serbia and the former Yugoslav Republic of Macedonia. Any country in the world can call on the mechanism for help. Since its launch in 2001, the UCPM intervened in some of the most devastating disasters the world has faced, like the earthquake in Haiti (2010), the triple-disaster in Japan (2011), typhoon Haiyan that hit the Philippines (2013), the floods in Serbia and Bosnia and Herzegovina (2014), the Ebola outbreak (2014), the conflict in Ukraine (2014), the earthquake in Nepal (2015), and the refugee crisis in Europe (2015).

Result Indicators

The five result indicators used by ECHO to measure its performance in fulfilling the objective of providing adequate and effective humanitarian and civil protection assistance are as follows:

> ➢ *Result indicator 1: The number of beneficiaries of ECHO funded humanitarian aid operations*

Humanitarian crises have increased in number, complexity and severity over the last 25 years. In 2016, the world has to deal with four L3 disasters, the highest UN categorisation of crises: Syria, Iraq, South Sudan and Yemen. The estimated number of Syrian refugees in neighbouring countries and the larger region has reached over 4.5 million, and the number of internally displaced persons in Syria amounts to an estimated 6.5 million people. In Africa, man-made crises, for example in South Sudan, the increasing violence by Boko Haram in North-East Nigeria, with its spill-over effects in the entire Lake Chad region, the increasing uncertainty with Burundi, the ongoing crises in the Democratic Republic of Congo and Central African Republic, have created an extremely volatile and rapidly evolving dynamic. Humanitarian needs are further exacerbated by the effect of climate change and the damages inflicted by extreme weather, especially in disaster hot spots exposed to repeated climatic shocks and where human settlements are fragile. For instance, climate change, aggravated by the El Niño phenomenon, is increasing the impact of the recurrent food and nutrition crises and further reducing the resilience of the most vulnerable in the Horn of Africa, West Africa and South America. The unparalleled level of crises and humanitarian disasters the EU is facing in 2016 is not likely to go down in the coming years.

The overall objective of humanitarian aid is to improve the chances of survival of people affected or vulnerable to disaster or crisis. To that end, ECHO must ensure it reaches as many vulnerable people as possible, while ensuring that the assistance delivered is adequate i.e. it is needs-based, efficient and timely. ECHO stresses the importance for its assistance to be needs-based and has to that end developed a framework for assessing and analysing needs in specific countries and crises.

In close cooperation with over 200 partners worldwide, ECHO reached 134 million beneficiaries in 2015. Given that massive humanitarian needs will continue to be generated by an increasing number of populations caught in complex emergencies, and considering ECHO's operating context of limited resources, the challenge for the next five years will be to maintain a stable number of beneficiaries. When resources permit, possibilities of increasing the reach of the aid provided will be considered.

➢ *Result indicator 2: The number of beneficiaries of Education in Emergencies projects*

Children affected by conflict are a particularly vulnerable group. An estimated 230 million children live in conflict-affected areas and over half of the world's refugees are below 18 years old. Around 34 million children affected by conflict are currently out of school. The impact of conflicts on these children is often long lasting and can lead, in the context of protracted crises, to situations where the lack of proper education is conducive to perpetuating violence, as these children replicate as adults the violent patterns that they experienced in their childhood. Education is vital for economic growth, peace and the stability of countries. It is also often identified as a primary priority by affected communities themselves. Investing in education is an investment for the future and the reconciliation of war-torn societies, preventing children, especially in protracted conflict-contexts, to become a lost generation. Commissioner Christos Stylianides announced during the Oslo Summit on Education for Development (July 2015) his intention to scale-up related EC's support, dedicating to education 4% of the 2016 humanitarian aid budget. In the coming years, additional funding for education will thus be channeled through the EU Children of Peace initiative and the mainstreaming of education in the humanitarian aid interventions, reaching 5 million beneficiaries of education in emergencies projects from 2016. The challenge lies in maintaining this level of funding and beneficiaries till 2020. Education in emergencies is among the least funded humanitarian sectors, since the more immediately life-saving provision of food, shelter and medicine often take priority in a context of finite resources. At global level, less than 2% of the humanitarian budget is allocated to education in emergencies. The recent decision to increase Commission's funding for Education in Emergencies from the 2015 1.8 % to the UN target of 4 % is a strong commitment. Keeping this level of funding for upcoming years will remain a challenge in a context of growing needs.

➢ *Result indicator 3: The percentage of humanitarian aid funded projects which integrate gender and age considerations (i.e. a Gender-Age marker value of 2)*

In its commitment to quality programming, ECHO has developed several assessment parameters, one of them being the Gender-Age Marker. ECHO is fully committed to ensuring that its humanitarian aid takes into account the different needs and capacities of women and men of all ages. The Gender-Age Marker is a tool that assesses to what extent humanitarian actions integrates gender and age considerations. The Gender-Age Marker uses a set of four criteria to assess how strongly humanitarian actions are adapted to and integrate gender and age considerations[9]. Given that the Gender-Age Marker is not applicable to all ECHO funded projects, for instance due to the action's priorities in extremely challenging circumstances, ECHO aims for 37% of its funded operations to have a Gender-Age marker of 2 (meets all four criteria) by 2018 and 50% by 2020. To achieve this, in the coming years, ECHO will continue the targeted training of implementing partners, as well as the dissemination and further development of guidance and toolkits on the gender-age cross-cutting issues. The development of operational best practices will continue to be based on operational experience. Systematic monitoring of operational guidance implementation via feedback loops, using key results indicators on gender and age will be ensured.

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[9] Further details of the criteria can be found in the Gender-Age Marker toolkit
http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf

➢ *Result indicator 4: The average speed of interventions under the Union Civil Protection Mechanism (from the acceptance of the offer to deployment)*

The speed of intervention is an important criterion to assess the efficiency of the assistance provided in the immediate aftermath of a disaster. When a disaster strikes, every minutes counts for saving lives; reducing the delay for interventions under the Union Civil Protection Mechanism (UCPM) is therefore important. The European Emergency Response Capacity (EERC) consists of a voluntary pool of resources to be used to respond to emergencies, which are pre-committed by the countries participating in the UCPM. The voluntary pool allows for a more predictable, faster and reliable EU response to disasters. It is also intended to facilitate better planning and coordination at European and national levels. Whereas the 2015 baseline average speed of intervention is under 24 hours, ECHO aims to reduce it to less than 18 hours from 2017 and less than 12 hours from 2020.

Providing an efficient and timely response to a request for assistance cannot be ensured without the contribution from the Participating States of the UCPM. As the Commission does not itself own civil protection assets, interventions under UCPM depend on the willingness and ability of Participating States to mobilize their assets in support of the affected state. For the same reason, the Commission can only partly affect the speed of interventions. A pre-requisite to attain the target of 12 hours' average speed is the extent to which Member States will pre-commit assets to the European Emergency Response Capacity, as this is expected to facilitate their deployment and to make it more predictable.

➢ *Result indicator 5: The number of modules included in the voluntary pool of the European Emergency Response Capacity*

Sixteen modules are currently registered in the voluntary pool. This is a good start as the registration of assets to the voluntary pool has only been possible from October 2014, after the adoption of the Implementing Rules[10] to the new Civil Protection legislation[11]. However, according to capacity goals set out in these implementing Rules, the number of registered modules should be 41. We can reasonably believe that this target will be reached by 2020 as the response of Participating States has been significant since 2014. Some measures are foreseen to motivate the registration of modules in the voluntary pool by the Participating States: for instance, the transport of assets deployed from the European Emergency Response Capacity (EERC) is eligible for co-financing up to 85% by the EU, the costs necessary to upgrade existing national response capacities to make them deployable in an international context can be financed up to 100% by the EU, and the certification costs, including training, exercises and workshops are 100% covered. Close contact is being kept with the Civil Protection authorities in the Participating States to maintain and promote the system.

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[10] 2014/762/EU: Commission Decision, laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism (OJ L 320, 6.11.2014, p. 1–45)
[11] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (OJ L 347, 20.12.2013, p. 924)

Specific Objective 1.2: People and communities at risk of disasters are resilient

ECHO's second specific objective – to make people and communities at risk of disasters resilient – finds its importance in the increase in frequency and intensity of disasters over the last decades, resulting from global trends including climate change, urbanisation and population growth. The number of lives lost and the economic damages incurred have increased dramatically many-fold. At the international level, work on disaster risk management is drawn together under the Sendai Framework for Disaster Risk Reduction 2015-2030, adopted at the third UN world conference on disaster risk reduction in March 2015 and endorsed by the UN General Assembly. The framework is the basis for a risk-informed and resilient sustainable development agenda. This voluntary agreement brings a new approach to disaster risk management policy and operations. It represents a shift in the policy approach from *disaster management* to *disaster **risk** management.* Its goal is to prevent new and reduce existing disaster risk, through a whole society and whole hazards risk approach across all economic, social, and environmental policy areas. The implementation of the framework is an opportunity for the EU to take forward its disaster risk management agenda and to strengthen our efforts to build resilience to natural and man-made disasters both within the EU and in support of third countries. Many of the Sendai recommendations are based on existing EU policies and actions, such as the majority of the ongoing civil protection and humanitarian aid actions. The EU position for the Sendai Framework is set out in "The post 2015 Hyogo Framework for Action: Managing risks to achieve resilience" Communication[12] and the EU Council conclusions of 5-6 June 2014 on this subject[13].

Result Indicators

ECHO will use three result indicators to measure its performance in fulfilling the objective of making people and communities at risk of disasters resilient.

➤ *Result indicator 1: The number of national risk assessments submitted by IPA II[14] and EU Neighbourhood countries*

In line with the external cooperation framework of the civil protection legislation, the EU is supporting prevention and preparedness actions in candidate and neighbouring countries. The PPRD flagship initiative[15] aims at protecting the environment, the population, resources and infrastructures by strengthening the countries' resilience, preparedness and response to man-made and natural disasters. A similar project exists in the framework of the Union for the Mediterranean for the ENPI[16] South and IPA region neighbouring countries. To further develop and strengthen the existing cooperation between the Union Civil Protection Mechanism and Partner Countries, they are required to make available to the Commission the assessment of their national risk management capability. This centralised knowledge of national risk assessments enables the identification of the differences in the risk profiles and preparedness of the Partner Countries. It reinforces effective cooperation

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[12] COM(2014)216
[13] http://www.preventionweb.net/files/37783_eccommunicationsdgs.pdf
[14] IPA II (Instrument for Pre-Accession) sets a new framework for providing pre-accession assistance for the period 2014-2020
[15] Eastern Partnership Flagship Initiative for the Prevention, Preparedness & Response to Natural and Man-Made Disasters
[16] European Neighbourhood and Partnership Instrument

between the EU and the Partner Countries and among the Partner Countries themselves, as a means of political and social stability and security. ECHO aims to receive the national risk assessments from all IPA II countries by 2018 and an additional six national risk assessments from six European Neighbourhood countries by 2020.

> *Result indicator 2: The number of beneficiaries reached through the European Union Aid*
> *Volunteers initiative*

The EU Aid Volunteers (EUAV) initiative, spanning from 2014 to 2020, will bring together 4.000 EU volunteers from different countries that will provide practical support in the provision of humanitarian aid and contributing to the strengthening of local capacity. The Action Plan for Resilience in Crisis Prone Countries 2013-2020[17] highlights the role fulfilled by the EUAV initiative in building resilience of disaster-affected communities through local capability building actions. Trained and well prepared volunteers participate in projects focusing on inter alia resilience, Disaster Risk Reduction and preparedness. Through the EUAV initiative, ECHO aims to reach 4,800 beneficiaries in 2018 and 8,400 in 2020. This will be done, notably, through calls for proposal that invite NGOs and International Organisations to submit projects for the deployment of volunteers and for capacity building and technical assistance projects that will be published by the EAC Executive Agency. Furthermore, a detailed EUAV Communication Action Plan[18] will be implemented consisting of, among other things, raising awareness on the initiative to candidate volunteers, sending organisations and host organisations, informing interested communities about the opportunity to engage in the initiative, and demonstrating the value added and impact of the initiative and the professional contribution of EU Aid Volunteers.

> *Result indicator 3: The percentage of humanitarian aid funded projects which integrate*
> *resilience (i.e. resilience marker value of 2)*

Furthering its commitment to quality assistance, ECHO has also developed a Resilience Marker to systematically include resilience in its operations. The Resilience Marker uses a set of four criteria to assess how strongly a humanitarian action funded by ECHO is adapted to and integrates resilience considerations and objectives[19]. Given that the scope on opportunities for resilience depends on context, from projects that are protected from risk to those contributing to long-term efforts to reduce underlying reasons for vulnerability, and that capacity building is not applicable to all ECHO funded projects, for instance due to the action's priorities in extremely challenging circumstances, ECHO aims for 33% of its operations to have a Resilience Marker of 2 (that meets all four criteria) by 2018 and 35% by 2020. This figure is based on an analysis of the typologies and characteristics of ECHO operating environments and is underpinned by a consistent appraisal of resilience options in all ECHO operations. Similarly to the Gender-Age Marker, to achieve this, ECHO will continue the targeted training of implementing partners, and further development and dissemination of resilience guidance and toolkits as a cross-cutting issue. Development of good practice will continue to be based on systematic monitoring of operational implementation via feedback loops with partners, through performance reviews and the use of the resilience key results indicators.

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[17] SWD(2013) 227 final

[18] http://ec.europa.eu/echo/files/euaidvolunteers/EUAV_CommunicationPlan_en.pdf

[19] Further details on the set of criteria can be found in the Resilience Marker General Guidance: http://ec.europa.eu/echo/files/policies/resilience/resilience_marker_guidance_en.pdf

General objective 1: A Stronger Global Actor	
Specific objective 1.1: People and countries in need are provided with adequate and effective humanitarian and civil protection assistance	Related to spending programmes: Humanitarian Aid and Union Civil Protection Mechanism

Result indicator: Number of beneficiaries of ECHO funded humanitarian aid operations
Source of data: Hope database, owned and managed by ECHO

Baseline 2015	Interim Milestone 2018	Target 2020
134 million	≥ 122 million	≥ 125 million

Planned evaluations: None

Result indicator: Number of beneficiaries of *Education in Emergencies* operations
Source of data: Hope database, owned and managed by ECHO

Baseline 2015	Interim Milestones		Target 2020
	2016	**2018**	
1.3 million	≥ 5 million	≥ 5 million	≥ 5 million

Planned evaluations: Evaluation of DG ECHO's actions in the field of Protection and Education of Children in Emergency and Crisis Situations (2008-2015), planned to be finalised in 2016, covering education in emergencies and child protection.

Result indicator: Percentage humanitarian aid projects which integrate gender and age considerations[20]
Source of data: ECHO Gender-Age Marker as presented in Hope database, owned and managed by DG ECHO

Baseline 2015	Interim Milestone		Target 2020
	2016	**2018**	
16%	25%	37%	50%

Planned evaluations: Internal assessment of the implementation of the ECHO gender-age marker is done yearly. A review of the Gender Implementation Framework is planned for 2017.

Result indicator: Average speed of interventions under the Union Civil Protection Mechanism (from the acceptance of the offer to deployment)
Source of data: Common Emergency Communication and Information System (CECIS), owned and managed by ECHO

Baseline 2015	Interim Milestone 2017	Target 2020
		Target must be seen in conjunction with the number of modules/response capacities registered in the voluntary pool of assets: the larger and more complete it is, the speedier the expected response
≤ 24 hours	≤ 18 hours	≤ 12 hours

Planned evaluations: Interim evaluation of the Union Civil Protection Mechanism according to article 34 of Decision 1313/2013/EU will take place in 2017. This evaluation will address this specific objective.

Result indicator: Number of modules included in the European Emergency Response Capacity (voluntary pool)
Source of data: Common Emergency Communication and Information System (CECIS), owned and managed by ECHO

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[20] A humanitarian aid project that strongly integrates gender and age considerations is a project that has been given a gender-age marker value of 2 by the desk officer.

Baseline 2015	Interim Milestone 2017	Target 2020 Target set in the implementing Decision
16	20	≥ 41

Planned evaluations: Interim evaluation of the Union Civil Protection Mechanism according to article 34 of Decision 1313/2013/EU will take place in 2017. This evaluation will address this specific objective.

Specific objective 1.2: Resilient people and communities at risk of disasters	Related to spending programmes: Humanitarian Aid, Union Civil Protection Mechanism, EU Aid Volunteers

Result indicator: Number of national risk assessments prepared by IPA II and EU Neighbourhood countries
Source of data: Communication and Information Resource Centre for Administrations, Businesses and Citizens (CIRCABAC)

Baseline 2015	Interim Milestone 2018	Target 2020 All IPA II countries + 6 PPRD countries
1	8 (all IPA II countries)	14

Planned evaluations: Interim evaluation of the Union Civil Protection Mechanism according to article 34 of Decision 1313/2013/EU will take place in 2017. This evaluation will address this specific objective.

Result indicator: N° of beneficiaries reached through the EU Aid Volunteers initiative
Source of data: Monitoring Framework for EUAV implemented by EACEA

Baseline 2015	Interim Milestone 2018	Target 2020 Target established for the 7 years of the programme based on available budget
2862	4800	8400

Planned evaluations: Interim evaluation according to article 27 of Regulation 375/2014/EU will take place in 2017. This evaluation will address this specific objective.

Result indicator: Percentage of humanitarian aid funded projects which integrate resilience[21]
Source of data: ECHO Resilience Marker as presented in Hope database, owned and managed by DG ECHO

Baseline 2015	Interim Milestones		Target 2020 In conflict situations, it is often not possible/suitable to work with local institutions and to build capacities which de facto limit the possible contribution of ECHO interventions to resilience[22]
	2016	2018	
28%	30%	33%	35%

Planned evaluations: Internal assessment of the implementation of the ECHO resilience marker is done yearly

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[21] A humanitarian aid project that strongly integrates resilience is a project that has been given a resilience markers value of 2 by the desk officer.
[22] In those situations, the resilience marker value cannot score 2.

ECHO aims to ensure availability of funding for as many crisis situations as possible and that there is a swift, efficient, comprehensive response. Whilst funding allocations are based on needs assessment and co-ordination with other donors, certain factors that are outside our control may reduce the volume and effectiveness of our humanitarian and civil protection assistance. Four factors, in particular, should be mentioned. The extent to which implementing organisations are present and have the capacity to handle needs in a given crisis zone ("absorption capacity"), the linked problem of access restrictions caused either by insecurity or administrative impediments, the extent to which extreme weather events render access very challenging, and the willingness and ability of Participating States to mobilize their assets in support of the affected States. Furthermore, ECHO's ability to respond to the foreseeable increase in needs for humanitarian and civil protection assistance will also depend on the availability of financial resources in an environment marked by infinite needs and finite budgets.

General Objective 2: Towards a new policy on migration

With more than 60 million refugees and internally displaced persons (IDPs), the world today faces the highest scale of forced displacement since the Second World War. In its Opening Statement in October 2014 at the European parliament[23], President Juncker states that the terrible events in the Mediterranean have shown us that Europe needs to respond to migration better, in all aspects, within the Union and globally. This is first of all a humanitarian imperative. The Union must work closely together in a spirit of solidarity to ensure we are able to meet the humanitarian needs of the most vulnerable people in refugee crises. On the basis of our shared values, we need to protect those in need through a strong response mechanism, assistance to third countries and Member States authorities dealing with refugees in emergency situation.

For the first time in its history, the European Union is facing wide ranging humanitarian consequences of the global refugee crisis on its own territory. Despite the significant support that has been provided at European, Member State, communal or community level, immediate additional coordinated action is required to complement and support the Member States' response and ensure that the EU can avert a full-blown humanitarian tragedy within its borders.

On 12 December 2014, the Council adopted Conclusions on Migration in EU Development Cooperation, where EU Member States asked the Commission to elaborate "a coherent and coordinated development approach towards refugees and IDPs issues". This demand was reiterated by the Communication on European Agenda on Migration[24], and the Member States during the Council meeting (FAC/DEV) on 26 May 2015. In response to these calls for action, the Commission is proposing a Communication on Forced Displacement and Development, to be adopted in April 2016, providing a new development-oriented approach to support refugees, IDPs, returnees and host populations in partner countries. The initiative is led jointly by ECHO, DEVCO and NEAR in close coordination with all relevant Commission services and the EEAS.

While the aforementioned papers point to the need to mitigate the impact of crises at a local level, immediate action is also required to respond to the consequences of the refugee crisis in Europe. The

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[23] http://ec.europa.eu/priorities/docs/pg_en.pdf
[24] COM(2015)240

TFEU does not allow for the use of humanitarian funding to cater for needs arising within the EU and, so far, the provision of humanitarian aid has been limited to third countries. Furthermore, the existing Union Civil Protection Mechanism (UCPM) is not suitably equipped to address the wide-ranging structural humanitarian needs resulting from the refugee crisis. A legislative initiative and additional budget is needed to address this gap in the EU's toolbox. In this vein, and in line with the mandate received from the European Council, the measures contained in the proposed Emergency Support Regulation are intended to address the exceptional challenges that have emerged from the ongoing refugee situation in the EU.

To support the Commission in implementing a better response to migration, ECHO aims to meet the humanitarian needs of the most vulnerable people caught in refugee crises.

Specific Objective 2.1: The humanitarian needs of the most vulnerable people in refugee crises are met

Syria is the largest "source country" of refugees currently arriving to the EU, followed by Afghanistan and Iraq. The Syrian conflict continues unabated into its fifth year and remains the biggest humanitarian and security crisis in the world. In 2015, ECHO allocated more than EUR 350 million to life saving operations in Syria and neighbouring countries. The majority of refugees find refuge in countries and among people who already struggle with poverty and hardship. Host communities in the region are among ECHO's targeted beneficiaries.

After decades of conflict, vulnerable Iraqis struggle to survive a complex emergency, which has entered into its third year. Fighting and sectarian violence have resulted in the displacement of millions. Iraq is facing not only the consequences of its internal conflict, but also those created by the conflict in neighbouring Syria, and is hosting hundreds of thousands of registered Syrian refugees.

In this context, there is a crucial need to reinforce the EU's overall cooperation with countries of origin and transit, at a local level. Humanitarian aid plays an important role in this respect. While it does not address the root causes of displacement and migration, such as conflict, human rights abuses, economic poverty or climate change, humanitarian assistance provides desperately needed relief to people fleeing man-made or natural disasters, and the communities hosting them – turning despair into hope for the forcibly displaced and giving them a chance of remaining in their home country. ECHO addresses, directly or indirectly, refugee crisis in different ways: it is a leading global donor of humanitarian aid in all the main countries refugees arrive from, the so called 'source countries'; and it puts the EU Civil Protection Mechanism at disposal of EU Member States and other host countries requiring immediate material support to cope with refugee influx.

In a commitment to spread its reach to the most vulnerable in refugee crises, in addition to its humanitarian and civil protection assistance, ECHO also contributes to two EU Trust Funds: the Emergency Trust Fund set up to tackle the root causes of irregular migration and forced displacement in Africa, with a particular focus on the crises in the Sahel and the Lake Chad area, the Horn of Africa and North Africa; and the EU Regional Trust Fund in response to the Syrian crisis (Madad Fund) which will help millions of Syrian refugees and overstretched host communities in Lebanon, Turkey, Jordan and Iraq through the provision of basic goods and services. Furthermore, ECHO contributes to the Turkey Refugee Facility; a coordination mechanism designed to ensure that

the needs of refugees and host communities in Turkey are addressed by the EU and Member States in a comprehensive and coordinated manner.

ECHO is one of the few humanitarian donors consistently supporting projects in Afghanistan. In addition to the provision of relief, ECHO facilitates access for humanitarian organisations to people in need through air transport services. People in Afghanistan continue to suffer from over three decades of armed conflict and frequent natural disasters. The effects of floods, droughts, avalanches and sandstorms that occur with alarming frequency in Afghanistan are magnified by the government's limited mitigation capacity.

Result Indicators:

ECHO will use three indicators to measure its performance in fulfilling the objective of meeting the humanitarian needs of the most vulnerable people caught in refugee crises.

➢ Result Indicator 1: The number of beneficiaries in situation of forced displacement

The EU, together with its Member States, is a leading donor of humanitarian aid in all the major countries and regions, from where refugees currently arriving to the EU originate. This includes Syria, Iraq, Afghanistan, Pakistan, the Horn of Africa and the Sahel. In 2014, the European Commission provided over 70% of its annual humanitarian aid budget to projects helping refugees, asylum seekers, migrants, internally displaced persons, and their host communities.

Since the beginning of the refugee crisis in Europe in 2015, the Commission has provided humanitarian aid to the Western Balkans, in places where a high number of refugees is concentrated, including borders and registration points.

ECHO has also supported refugees in Turkey who have fled violence in both Syria and Iraq, with particular emphasis on vulnerable refugees living outside of camps. In Libya, the Commission has also contributed in humanitarian aid since mid-2014, supporting internally displaced people and other vulnerable groups with the provision of protection, health care, cash support, psycho-social assistance, as well as non-food and hygiene items.

In 2015, ECHO reached 54 million beneficiaries in situation of forced displacement. Given that massive humanitarian needs will continue to be generated by an increasing number of populations caught in refugee crisis, and considering ECHO's operating context of limited resources, the challenge for the next five years will be to maintain a stable number of beneficiaries. When resources permit, possibilities of increasing the reach of the aid provided will be considered.

➢ Result Indicator 2: The number of offers received and coordinated by the ERCC

The current refugee crisis requires immediate assistance in particular to help the people taking the Western Balkan route. The Union Civil Protection Mechanism (UCPM) can contribute to the management of the migration crisis by bridging some gaps if rapid assistance is needed. Notably, ECHO's Emergency Response Coordination Centre (ERCC) provides a full 24/7 capacity to monitor the migration crisis and coordinate the immediate deployment of experts, teams and equipment to

affected states via the UCPM. The ERCC ensures that offers of assistance are matched with the needs. Since early September 2015, the UCPM has been activated five times by countries which were overwhelmed by the crisis (Hungary, Serbia, Slovenia, Croatia and Greece), mainly asking for emergency shelter and related items. A number of Participating States to the UCPM have come forward to offer voluntary assistance to these affected countries and 128 offers were coordinated by the ERCC in 2015 in the context of the refugee crisis. However, with the exception of Hungary, these requests are yet to be completely fulfilled. Evidently, the implication of the UCPM will depend on the evolution of the context in Syria and on the Western Balkan route. Considering that the migration crisis is showing no sign of abating, the challenge lies in maintaining the same level of offers. Some of the Mechanism's participants that offered assistance to countries overwhelmed by the crisis, are now also under its effects. More and more countries are barely coping with the refugee flux and thus will, most likely, have less capacity to offer material support through the UCPM.

> *Result Indicator 3: The average speed of interventions under the Union Civil Protection Mechanism for deployments related to the EU refugee crisis*

The UCPM is a complementary instrument to support EU Member States and other countries in facing major peaks in the migration crisis which overwhelm their immediate response capacities. Similarly to any disaster in the world, the speed of intervention is an equally important criterion in the context of the refugee crisis to assess the efficiency of the assistance provided. Should the crisis context remain the same, the milestone for 2017 and target for 2020 will be similar to the one for disasters all over the world (average below 18 hours in 2017 and below 12 hours in 2020). The quicker the UCPM response is, the quicker the gaps in the assistance provided by other instruments can be addressed.

General objective 2: Towards a New Policy on Migration		
Specific objective 2.1: The humanitarian needs of the most vulnerable people in refugee crises are met	Related to spending programmes: Humanitarian Aid and Union Civil Protection Mechanism	
Result indicator: Number of beneficiaries of humanitarian aid operations in situations of forced displacement **Source of data:** Hope database, owned and managed by ECHO		
Baseline 2015	**Interim Milestone 2018**	**Target 2020**
54 million	54 million – 60 million	54 million – 60 million
Planned evaluations: None		
Result indicator: Number of offers received and coordinated by the ERCC **Source of data:** Common Emergency Communication and Information System (CECIS), owned and managed by ECHO		
Baseline 2015	**Interim Milestone 2018**	**Target 2020**
128	≥ 128	≥ 128
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism according to article 34 of regulation 1313/2013 will take place in 2017. This evaluation will address this specific objective.		

Result indicator: Average speed of interventions under the UCPM for deployments related to the EU refugee crisis (from the acceptance of the offer to deployment)		
Source of data: Common Emergency Communication and Information System (CECIS), own and managed by ECHO		
Baseline 2015	**Interim Milestone 2017**	**Target 2020** Target must be seen in conjunction with the number of modules/response capacities registered in the voluntary pool of assets: the larger and more complete it is, the speedier the expected response
≤ 24 hours	≤ 18 hours	≤ 12 hours
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism according to article 34 of regulation 1313/2013 will take place in 2017. This evaluation will address this specific objective.		

General Objective 3: A new boost for jobs, growth and investment

Europe 2020 is the EU's growth strategy for the coming decade. In a changing world, the EU wants to become a smart, sustainable and inclusive economy. These three mutually reinforcing priorities should help the EU and the Member States deliver high levels of employment, productivity and social cohesion. Concretely, the Union has set five ambitious objectives - on employment, innovation, education, social inclusion and climate/energy - to be reached by 2020. Enhancing the EU's resilience to disasters, as well as its capacity to anticipate, prepare and respond to disaster risks, especially cross-border risks, is amongst the objectives of the Europe 2020 strategy: competitiveness and sustainability depend upon effective disaster risk management which helps to avoid economic and human losses and strengthens resilience to increasing global shocks and threats. Investing in disaster risk prevention and management is a strong driver of innovation, growth and job creation, opening also new markets and business opportunities.

Throughout the next 5 years, ECHO will support this General Objective by helping to reduce the number of people at risk of poverty or social exclusion by at least 20 million, a target of the Europe 2020 Agenda. To this end, ECHO aims to fulfil its specific objective of protecting populations and economic assets at risk of disasters in the Union.

Specific Objective 3.1: Populations and economic assets at risk of disasters in the EU are protected

Disasters tend to affect most severely the poorest population who are often not sufficiently prepared and resilient, also in high-income countries, further exacerbating their poverty level and social exclusion. The citizens and the economy of the European Union are facing a multitude of disaster risks, such as earthquakes, floods, extreme weather events, pandemics, and man-made disaster risks, whose impacts cause human losses as well as economic damages of billions of euros every year, significantly affecting stability and growth. Over the last decade, natural disasters caused over €100 billion in economic losses in the EU alone. Future disasters can lead to severe economic disruptions as the frequency and severity of natural disasters are increasing, partly as a result of climate change. As economies are globalised and increasingly structured around the complex global supply chains,

the economic shocks of a disaster ripples out to economies and businesses on the other side of the world. Equally, within a country, disasters tend to have huge knock-on effects that affect many sectors of the society. For example, a prolonged power cut due to a storm or a flood, earthquake or other, may have direct consequences on all sectors of society and quickly lead to life threatening situations. There is huge potential of reducing current losses and thus fostering sustainable development. Investments in disaster risk management are not only crucial for the protection of our economies and the well-being of our citizens, but also extend to indirect economic benefits. They can be a means of promoting jobs. Disaster risk prevention together with Climate adaptation is an important economic investment priority of EU Cohesion policy. EU support over the period 2014-20 aims at protecting 13.3 million people from floods and 11.8 million from forest fires. Risk assessments from Member States are a pre-condition for funding in this area.

Result Indicators:

The two result indicators used by ECHO to measure its performance in protecting populations and economic assets at risk of disasters in the EU are as follows:

> ➤ *Result Indicator 1: The number of risk assessments submitted to the Commission by Member States*

In the EU Member States, protecting the population and economic assets against natural and man-made disasters is a task of the civil protection authorities and many other actors working in prevention, risk management and resilience. One way to understand these risks, better prevent them and prepare for them is the preparation of national risk assessments, involving all sectors of society and comparing the results across different risks and different sectors. As stipulated in the Union Civil Protection Mechanism Decision[25], progress in implementing the legally required disaster prevention framework is measured by the number of Member States that have made available to the Commission a summary of their risk assessments including their risk management capability. ECHO and Member States in cooperation use these risk assessments to help improve risk mapping and planning activities, and to identify gaps in Europe's disaster response capacities. Elements of the risk assessments (often at regional level) are also used to support requests for Cohesion policy support for risk prevention investment. The preparation and publication of theses assessments also contributes to raising public awareness for such disaster risks and helps avoid the most severe effects on the poorest. By 2018, ECHO targets to receive the national risk assessments from all 33 UCPM Participating States, an obligation under Article 6 of the Decision. These risk assessments are to be reviewed every three years.

> ➤ *Result Indicator 2: The number of modules included in the voluntary pool of the European Emergency Response Capacity*

This indicator is conducive to achieving two of ECHO's specific objectives: 1) providing adequate and effective humanitarian and civil protection assistance to people and countries in need (as explained

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[25] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (OJ L 347, 20.12.2013, p. 924)

above under the political priority "A stronger global actor"); 2) protecting populations and economic assets at risk of disasters in the EU. The capacity of the voluntary pool is indeed conducive to ensuring an efficient and rapid external response, as well as enhancing the protection of citizens and assets inside the Union.

The Emergency Response Coordination Centre (ERCC) of the Union Civil Protection Mechanism enables the coordination and mutual support among the civil protection authorities of the mechanism's Participating States, a crucial element of better disaster preparedness. The ERCC coordinates a voluntary pool of response capacities that Participating Countries pre-commit for EU missions. The voluntary pool allows for enhanced planning of rapid response actions, flexible stand-by arrangements for extraordinary situations and maximum protection of EU citizens. Whenever a country may be overwhelmed it can count on the solidarity of other EU countries and neighbours in the framework of the Solidarity clause, introduced by Article 222 of the Treaty on the Functioning of the European Union (TFEU). ECHO targets 41 modules to be registered in the voluntary pool which is the target set out in the Commission implementing Decision for the UCPM[26].

General objective 3: A new boost for jobs, growth and investment		
Impact indicator: People at risk of poverty or social exclusion **Source of the data**: Europe 2020 targets		
Baseline 2013	**Target 2020** Europe 2020 target	
121.6M	At least 20 million people fewer: 96.6 million	
Specific objective 3.1: Populations and economic assets at risk of disasters in the EU are protected	Related to spending programme: Union Civil Protection Mechanism	
Result indicator: Number of national risk assessments submitted to the Commission **Source of data:** Communication and Information Resource Centre for Administrations, Businesses and Citizens (CIRCABAC)		
Baseline 2015	**Interim Milestone 2018**	**Target 2020**
24	33	≥ 33
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism according to article 34 of regulation 1313/2013 will take place in 2017. This evaluation will address this specific objective.		
Result indicator: Number of modules included in the voluntary pool of the European Emergency Response Capacity **Source of data:** Common Emergency Communication and Information System (CECIS), owned and managed by ECHO		
Baseline 2015	**Interim Milestone 2017**	**Target 2020** Target in the Commission implementing Decision of the UCPM
14	20	≥ 41
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism according to article 34 of regulation 1313/2013 will take place in 2017. This evaluation will address this specific objective.		

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[26] Commission Implementing Decision of 30.11.2015 adopting the Annual Work Programme 2016 in the framework of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism

Given that the Commission does not own civil protection assets, factors that may limit ECHO's ability in achieving the above mentioned objectives are related to the dependency on the good will of Participating States in making available their assets to the Union Civil Protection Mechanism. These consist of Civil Protection modules, other response capacities and experts, notably through pre-committing them in the European Emergency Response Capacity's voluntary pool of assets. Therefore, providing an efficient and timely disaster response to request for assistance cannot be fully ensured without the contribution from the Participating States.

D. Key performance indicators (KPIs)

In light of the activities described above, ECHO has selected the following 5 KPIs which reflect the DG's main objectives.

The first set of 4 KPIs covers the most important aspects of our policy performance and would provide insights into ECHO's most significant achievements:

1. Average speed of interventions under the Union Civil Protection Mechanism (from the acceptance of the offer to deployment). This KPI is reflected in the performance table of General Objective 1.

2. Number of beneficiaries of Education in Emergencies projects. This KPI is reflected in the performance table of General Objective 1.

3. Percentage of ECHO funded projects which strongly integrate resilience (i.e. resilience marker value given by desk officer = 2). This KPI is reflected in the performance table of General Objective 1.

4. Number of beneficiaries in situation of forced displacement. This KPI is reflected in the performance table of General Objective 2.

In addition, 1 KPI is selected with respect to the achievement of ECHO's internal control objectives to assess and evidence the reasonable assurance given on the use of the assigned resources:

1. Multi-annual Residual Error Rate. This KPI is reflected in the financial management section, performance table of Objective 2.

PART 2.   Organisational management

A. Human Resource Management

An effective human resources management hinges on a competent and engaged workforce, including an effective and gender-balanced management and on supportive and healthy working conditions. Sustaining staff's contribution to ECHO's performance requires concerted and consistent action across all of these people performance drivers.

To promote gender diversity in leadership, the Commission committed itself to achieve 40% of female representation in middle management by 2019. In the context of this corporate objective, ECHO is committed to achieving its 2019 target, adopted by the Commission on 15 July 2015 – SEC(2015)336, and will dedicate close attention to every opportunity to materialize this objective. Considering, on the one hand, the current percentage of female representation in middle management (35,7%), and on the other and, the limited number of middle management positions (14 positions each being equivalent to a 7,1% increase), ECHO is confident it will reach the 45% target (ECHO specific target) in 2019 without difficulty.

ECHO Staff and Management have been widely informed of the Staff Survey 2014 results. Following the survey, a "Staff Listening Exercise" has been launched to address different issues such as motivation and engagement, professional future including training and mobility and, in particular, well-being at work. ECHO has always put a special focus on staff well-being considering its specific operating context. In the field, ECHO staff can be in dangerous, sometimes life threatening, circumstances, which require particular security training and awareness raising, and psychological support. These measures will continue to be implemented in parallel with the new findings of the Staff Listening Exercise. It appeared clearly from the exercise that the main concerns are linked to stress in relation with heavy workload as well as poor quality of office accommodation. Appropriate actions to meet staff expectations and real concerns are being defined. Improved office accommodation as well as stress management measures started in 2015 with encouraging feedback. ECHO is confident that the level of satisfaction of staff will gradually improve thanks to additional measures in this respect. However, continued pressure on staff numbers at Commission level may put at risk the speed of recovery.

Staff engagement is a strong predictor of organisational performance. ECHO achieved good to very good results on four of the questions (out of seven) composing the staff engagement index. The remaining three parameters are all related to the people management role of Heads of Unit. With a view to focus attention on and boost HR managerial capabilities, ECHO will organise group sessions for Heads of Units on topics such as defining training needs, duty of care, feedback process or time management in general. Support from senior management is essential to enable Heads of Units to dedicate sufficient time to their role of people management. Given the challenges ECHO is currently dealing with (humanitarian and civil protection needs significantly on the rise), it is reasonable to set a moderate progress to a 75% staff engagement index by 2017.

Overall, staff well-being is inevitably impacted by the increasing number and intensity of crises ECHO is dealing with in an environment of resources restrictions. Hence, ECHO continuously seeks opportunities for efficiency gains in ways of working and enhancement of organisational performance.

Objective: The DG deploys effectively its resources in support of the delivery of the Commission's priorities and core business, has a competent and engaged workforce, which is driven by an effective and gender-balanced management and which can deploy its full potential within supportive and healthy working conditions.	
Indicator 1: Percentage of female representation in middle management **Source of data:** DG HR	
Baseline 2015 35,7%	Target 2020 45%
Indicator 2: Percentage of staff who feel that the Commission cares about their well-being **Source of data:** Commission staff survey	
Baseline 2014 25%	Target 2019 60%
Indicator 3: Staff engagement index **Source of data:** Commission staff survey	
Baseline 2014 67,4%	Target 2017 75%

B. Financial Management: Internal control and Risk management

As outlined in Article 66(1) of the Financial Regulation (FR), the Authorising Officers by Delegation (AODs) is responsible for implementing revenue and expenditure actions in accordance with the principle of sound financial management and for ensuring compliance with the requirements of legality and regularity. This implies achieving the internal control objectives as defined in Art. 32(2) FR – including the effectiveness, efficiency and cost-effectiveness of the control systems.

The annual declaration of the ECHO's AOD that he/she has a reasonable assurance that the resources under his/her management have been used for their intended purpose and in accordance with the principle of sound financial management is based on an assessment of the efficiency and effectiveness of risk management and internal control systems. ECHO's risk management and internal control systems consist of several layers of checks and controls at the various stages of the project cycle. These controls should not be seen in isolation, each of them contributing to providing the overall reasonable assurance on the legality and regularity of transactions. The main aspects of the control strategy developed by ECHO, its supervision and monitoring procedures and the ex-ante and ex-post controls are described below:

- Selection and quality control mechanisms for partners (through regular and ad-hoc assessment of NGOs and 6-pillar review and regular assessment of International Organisations);
- Needs based assessment for identification of actions to be funded;
- Ex-ante controls on the selection of projects, and before the contract's signature;
- Regular monitoring of all projects by ECHO, including field visits of the actions;
- Control of eligible expenditure both by ECHO operational and financial desk officers to ensure that financial transactions are in conformity with the applicable rules;
- Financial audits and verification missions done during and after implementation of the actions;
- Evaluation and review programs.

The 2015 baseline shows that ECHO's risk management and internal control systems have proven efficient and effective in ensuring that the residual error rate content with the Court of Auditor's materiality criteria of 2%, on both an annual and a multiannual basis. ECHO will continue to ensure that the control procedures put in place give the necessary guarantees to the AOD concerning the legality and regularity of underlying transactions.

The cost effectiveness of control systems is ensured by the best relationship between resources employed and results achieved. Cost effectiveness of controls is assessed on the basis of the following indicators and considerations: average cost of field audits/verifications, average cost of headquarter audits/verifications, and estimated cost of ECHO's control strategy (human and financial resources dedicated to quality assurance, control and monitoring activities). Every year, ECHO assesses the cost effectiveness of its control systems by comparing their cost to their quantifiable and non-quantifiable benefits. Quantifiable benefits consist of the amount of ineligible items detected and corrected during the year. Non-quantifiable benefits resulting from the control processes cover: better value for money, quality assurance and compliance with professional quality standards, deterrent effects, efficiency gains, system improvements and compliance with regulatory provisions. The 2015 baseline shows that the unquantifiable effect of controls would at least outweigh the estimated outstanding cost of controls which is not covered by the quantifiable benefits. ECHO will continue to ensure that the cost and benefits of controls are well balanced.

Internal control procedures put in place to give the necessary guarantees concerning the legality and regularity of the underlying transactions also include prevention, detection, correction and follow-up of fraud and irregularities. Taking into consideration its specific working environment, ECHO takes the risk of fraud and corruption very seriously. ECHO has developed its anti-fraud strategy[27] in 2013 (AFS 2013-2015) as foreseen in the European Commission's overall anti-fraud strategy[28]. The strategy establishes objectives and a corresponding action plan aiming at enhancing the ability of the current control architecture to prevent and detect fraud, namely as regards: -awareness raising both internally and with external actors; reinforcing risk-based controls; - enhancing cooperation with partners; - managing the risk of diversion of aid; - and, capacity building through training and guidance. The implementation of the action plan, and its monitoring, are integrated in the Programming cycle. ECHO's Anti-Fraud Strategy will be updated conceivably in Q2 2016 (AFS 2016-2020) and once every four years thereafter. The revisions aim at adapting the action plan to the changing contexts and working environments of ECHO, and, integrating and implementing the recommendations of the Internal Audit Service's (IAS) audit conducted in early 2015.

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[27] Ares(2013)3689568 - 10/12/2013
[28] COM(2011) 376 – 24/06/2011

Overarching objective: The Authorising Officer by Delegation should have reasonable assurance that resources have been used in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions including prevention, detection, correction and follow-up of fraud and irregularities.

Objective 1: Effective and reliable internal control system giving the necessary guarantees concerning the legality and the regularity of the underlying transactions	
Indicator 1: Estimated residual error rate	
Source of data: ABAC reporting and Audit Activity statistics	
Baseline 2015	Target 2020
1,80%	< 2%
Indicator 2: Estimated overall amount at risk for the year for the entire budget under the DGs responsibility.	
Source of data: Audit database from audit sector	
Baseline 2015	
€ 22,5 M	
Indicator 3: Estimated future corrections	
Source of data: Audit database from audit sector	
Baseline 2015	
€ 5,9 M	
Objective 2: Effective and reliable internal control system in line with sound financial management.	
Indicator 1: Conclusion reached on cost effectiveness of controls	
Source of data: Internal assessment	
Baseline 2015	Target 2020
Yes	Yes
Indicator 2: Cost of controls over expenditure	
Source of data: Internal calculations	
Baseline 2015	Target 2020
2,7 %	< 2,5%
Objective 3: Minimisation of the risk of fraud through application of effective anti-fraud measures, integrated in all activities of the DG, based on the DG's anti-fraud strategy (AFS) aimed at the prevention, detection and reparation of fraud.	
Indicator 1: Updated anti-fraud strategy of DG ECHO, elaborated on the basis of the methodology provided by OLAF	
Source of data: AFS Action plan	
Baseline 2015	Target 2016 - 2020
AFS 2013-2015	In Q2 2016, adoption of AFS 2016-2020

C. Better Regulation

ECHO's regulatory acquis consists of the following primary legislation: the Humanitarian Aid Regulation adopted on 20 June 1996[29], the Civil Protection legislation adopted on 17 December 2013[30] and the EU Aid Volunteers initiative Regulation adopted on 3 April 2014[31].

It can be expected that, in 2018, impact assessments will be carried out for the Civil Protection Decision and for the EU Aid Volunteers initiative Regulation, accompanying the Communication on their continued implementation into the new multiannual financial framework beginning 2021, assuming that, as is likely to be the case, the Commission is to recommend their continued implementation. Both programmes will also be covered by evaluations in 2017. Interim evaluations will indeed have to be carried out to report on the results obtained and the qualitative and quantitative aspects of the implementation of the Civil Protection Decision and the EU Aid Volunteers Regulation, including the impact of EU Aid Volunteers initiative in the humanitarian sector and the cost-effectiveness of the programme.

As for the Humanitarian Aid programme, its legal framework stipulates that the Commission shall submit an overall assessment of the operations financed by the Community three years after entry into force of the Humanitarian Aid Regulation. This was duly executed. In addition, regular evaluations are carried out by independent experts reporting on geographic regions or countries, and horizontal themes.

Objective: Prepare new policy initiatives and manage the EU's acquis in line with better regulation practices to ensure that EU policy objectives are achieved effectively and efficiently.		
Indicator 1: Percentage of impact assessments submitted by ECHO to the Regulatory Scrutiny Board that received a favourable opinion on first submission. **Source of data:** Regulatory Scrutiny Board		
Baseline 2012	Interim Milestone 2018	Target 2020
100%	100%	100%
Indicator 2: Percentage of the ECHO primary regulatory acquis covered by ex-post retrospective evaluation findings and Fitness Checks not older than five years. **Source of data:** Civil Protection and Humanitarian Aid primary legislations		
Baseline 2015	Interim Milestone 2016	Target 2020
33%	Positive trend compared to baseline	Positive trend compared to interim milestone

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[29] Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid (OJ L 163, 2.7.1996, p. 1)

[30] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (OJ L 347, 20.12.2013, p. 924)

[31] Regulation (EU) No 375/2014 of the European Parliament and of the Council of 3 April 2014 establishing the European Voluntary Humanitarian Aid Corps (OJ L 122, 24.4.2014, p. 1–17)

D. Information management aspects

The Commission relies on information for every aspect of its work. ECHO's contribution to ensuring the effective corporate management of data, information and knowledge is illustrated in the following three indicators described herein. Achievement of these indicators will allow the Commission to rely on complete and relevant information to support all its activities and make it a better performing organisation.

Firstly, the reduction by 50% of the number of registered documents that are not filed in at least one official file of the Chef de File in Ares[32] was a key objective in 2015. ECHO by far exceeded this objective; the number of non-filed documents was reduced from +2000 in 2014 to <100 in 2015, a decrease by 95%. This has been a time-consuming exercise for ECHO's document management sector requiring significant efforts to responsibilise the respective unit secretariats through document management trainings and continuous reminders. In view of the overall Commission average of 1% of documents that are not appropriately filed in Ares, ECHO's strategic objective will be to reach 0% of unfiled documents by 2020, provided the sector benefits from the necessary level of human resources, and other possibly competing objectives do not deviate the resources.

Secondly, ECHO has already reached a very high percentage of documents that are easily readable and accessible by all units in the DG. ECHO sits at 91.38% of HAN files[33] that are accessible to staff throughout the DG, against a Commission average of 78%. The desired internal transparency should, however, be carefully assessed given that ECHO is bound by its data protection provisions regarding confidential human resources files. ECHO's goal is to maintain an approximately equivalent level of internally shared documents. As the number of HAN files and working circumstances fluctuate from one year to another, it seems reasonable to keep targeting a range of easily accessible files to units throughout the DG from 90% to 95% till 2020. The document management sector will continue to encourage, guide and instruct the staff in this direction.

Thirdly, ECHO presents a low percentage of HAN files that are shared with other DGs. As ECHO implements most of its policies and programmes in relation with external partners, ECHO has a high rate of shared files with external counterparts. However, as from 2016, ECHO has prioritised the sharing of documents within the Commission to reach a range from 5% to 10% of shared files, while paying close attention to the level of confidentiality and sensitivity of the documents. This will be done by appropriately guiding and instructing the staff concerned.

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[32] Advanced Records System (ARES) is a is a web application used by all the Commission's Services, the Cabinets, the Executive Agencies, the European External Action Service and EU Delegations to register, file and store their documents in the common repository for electronic documents.

[33] HAN: HERMES / ARES / NOMCOM Informatic Tools. It is a suite of tools designed to implement the e-Domec policy rules which can be found here:
https://myintracomm.ec.europa.eu/corp/sg/en/edomec/doc_management/Documents/recueil_dec_mda_en.pdf
HERMES implements the rules for document management defined in the framework of the e-Domec project. Official documents are stored in ARES. NomCom manages the filing plan and the files list for the whole Commission. It also gives a single identifier to all official files.

Objective: Information and knowledge in your DG is shared and reusable by other DGs. Important documents are registered, filed and retrievable	
Indicator 1: Percentage of registered documents that are not filed (ratio)	
Source of data: *Hermes-Ares-Nomcom (HAN) statistics*	
Baseline 2015	Target 2020
8.75%	0%
Indicator 2: Percentage of HAN files readable/accessible by all units in the DG	
Source of data: *HAN statistics*	
Baseline 2015	Target 2020
91.38%	90-95%
Indicator 3: Percentage of HAN files shared with other DGs	
Source of data: *HAN statistics*	
Baseline 2015	Target 2020
2.06%	5-10%

E. External communication activities

The overall aim of ECHO's communication strategy is to raise awareness and understanding for the policies and related activities within the EU and wider and to promote the role of the European Union as the leading donor in humanitarian aid and in disaster response. ECHO contributes to the implementation of the Commission's overall communication priorities, notably related but not limited to EU as a Global Actor. As confirmed in the 2015 Eurobarometers reports[34], ECHO's areas of intervention generally enjoy above-average support in the European public. For instance, three quarters of EU citizens (76%) say that they are aware that the EU funds humanitarian aid activities, and nine in ten EU citizens (90%) say that it is very or fairly important that the EU funds humanitarian aid.

ECHO's communication, and where relevant also public advocacy activities, include (1) showcasing concrete results of EU humanitarian action; (2) raising awareness and promoting humanitarian principles; (3) showing added value of EU's action in disaster management within the EU and globally and (4) ensuring transparency within the context of accountability of the European Commission towards the EU citizen. The communication strategy targets audiences within the EU and globally, including EU citizens, institutions, Member States, stakeholders, partner organizations and beneficiaries in operational theatre as relevant.

During the next five years, the implementation of ECHO's communication strategy will be based on the deployment of a variety of communication tools – alone or in combination - for best impact. These will include:

- Production of material in support of media outreach,

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[34] http://ec.europa.eu/echo/files/eurobarometer/2015/reports/HA_en.pdf;
http://ec.europa.eu/echo/files/eurobarometer/2015/reports/CP_en.pdf

- Cooperating with media outlets to boost outreach, including through audio-visual production and media visits to EU-funded project sites,
- Proactive use of digital communication tools,
- Production of easy-to-grasp and -reuse information material, especially for digital communications,
- Production of human-interest "stories from the field" (blogs, photo-blogs, audio-visuals) to raise awareness of issues in a given crisis and to illustrate the impact of EU aid,
- Fostering strategic partnership in communications with key humanitarian organisations to multiply the message and increase EU's visibility,
- Developing and implementing larger, integrated communication actions underpinning key developments or peak moments,
- Devising and implementing dedicated communication plans for a limited number of selected, high-priority geographies and/or crises,
- Encouraging EU-funded humanitarian organisations to ensure EU's visibility at project level,
- Production and dissemination of a limited number of printed core publications and participation at selected international and European fairs.

The above described multiannual strategy, carried out by ECHO's communication unit and regional information officers in the field, will be conducive to fulfilling the goals described in the table below; increasing the number of people reached through ECHO's communication activities and contributing to enhancing the positive image of the EU among its citizens.

Objective: Citizens perceive that the EU is working to improve their lives and engage with the EU. They feel that their concerns are taken into consideration in European decision making and they know about their rights in the EU.	
Indicator 1: Percentage of EU citizens having a positive image of the EU *Definition*: Eurobarometer measures the state of public opinion in the EU Member States. This global indicator is influenced by many factors, including the work of other EU institutions and national governments, as well as political and economic factors, not just the communication actions of the Commission. It is relevant as a proxy for the overall perception of the EU citizens. Positive visibility for the EU is the desirable corporate outcome of Commission communication, even if individual DGs' actions may only make a small contribution. **Source of data:** Standard Eurobarometer (DG COMM)	
Baseline: November 2014	Target: 2020
Total "Positive": 39% Neutral: 37 % Total "Negative": 22%	Positive image of the EU ≥ 50%
Indicator 2: Number of people reached with communication actions directly supporting humanitarian aid and crisis management as a result of ECHO's actions **Source of data:** Collated monitoring data collected by ECHO from its actions, notably from communication campaigns, Twitter followers and unique visitors to the ECHO website.	
Baseline 2015	Target 2020
152 M	170 M